

Memorandum

**TO: Envision San José 2040
Task Force**

FROM: Andrew Crabtree

**SUBJECT: March 21, 2011
TASK FORCE MEETING #49**

DATE: March 17, 2011

This memorandum provides information to assist you in preparing for the March 21, 2011 Envision San José 2040 Task Force Meeting. Links to the referenced documents and other resource materials (e.g., reading materials and correspondence) are posted on the Envision website.

Agenda Item 3 – Envision Scope and Schedule

In order to complete the Envision process consistent with the current schedule for City Council consideration of the Draft Plan in October of this year, the Task Force must complete its review of Draft Plan elements which have a substantive impact upon the scope of the Draft Environmental Impact Report (DEIR) currently under preparation. If necessary, the Task Force may recommend further refinements to the Draft Plan document, following circulation of the DEIR, provided that those refinements are consistent with the project description as stated and depicted on the Draft Diagram within the DEIR. Potential upcoming Task Force meetings can be used by the Task Force to review the DEIR and respond to other issues that arise as the Envision process nears completion. The Meeting Agenda includes time for the Task Force to briefly suggest and discuss potential future meeting topics.

The Task Force is not scheduled to meet in April, but staff is tentatively arranging meeting dates for May, June, July, and August to be used if needed. One of these meeting dates will be scheduled for Task Force review of the Envision DEIR.

The Task Force is scheduled to meet on Monday, September 12 to make a recommendation on the complete Draft Envision San Jose 2040 General Plan and to formally conclude the Envision Task Force process.

Agenda Item 4 – Envision Plan Draft #5

The complete Plan Draft #5 (text only) is included within the packet as a Reference Material. The draft document identifies all edits since the previous Draft #4. Newly inserted text is indicated with underline and deleted text is indicated by ~~striketrough~~ notation. Most changes in this draft are intended, in line with principles previously agreed upon by the Task Force, to address specific comments made by Task Force and community members, or provide greater clarification and guidance. The most substantive changes are highlighted in the following text for further Task Force consideration.

Agenda Item 4.1 – Land Use and Development Intensities Outside of the Urban Growth Boundary

Following direction provided by the City Council on January 25, 2011, the Task Force will have an opportunity to further discuss and make recommendations on the appropriate land uses and development policies for lands designated as *Open Hillside* or *Agriculture* and located outside of the Urban Growth

Boundary (UGB) on the Draft Envision Land Use / Transportation Diagram. While most of the lands located outside of the UGB are designated as *Open Hillside*, the South Coyote Valley greenbelt area is designated as *Agriculture*.

For this discussion, the Task Force packet includes the January 21, 2011 Memorandum from the Mayor and Council Members, updated drafts of the sections in Chapter 5 (Land Use Diagram designations) and Chapter 6 (Land Use Policies) that address land uses outside of the Urban Growth Boundary, copies of the Santa Clara County General Plan policies for non-urban areas and a consolidated list of potential policy topics distilled from each of these sources. The Council Memorandum includes specific direction on policies to include within the General Plan and advises staff to review the Santa Clara County General Plan policies.

The Draft Plan sections represent staff's recommendation for these policies, and build upon the prior work of the Task Force by adding specific direction provided by the City Council and the most relevant policies included in the Santa Clara County Plan. Staff is not recommending incorporation of policies from the Santa Clara County Plan that address the design of "cluster development" because, based on staff's analysis, other policies already in the Draft Plan address the same concepts or objectives.

Agenda Item 4.1 – Open Hillside Land Use Designation and Policies

At the conclusion of the February 28, 2011 Task Force meeting, the Task Force requested staff to return with a recommendation for allowed uses and form of development on *Open Hillside* lands, following the parameters established by the City Council on January 25, 2011. The Envision Plan Draft #5 incorporates policies for *Open Hillside* lands presented to the Task Force at the February meeting, along with specific standards for uses and development intensities summarized in the packet materials. Key standards include the following:

- Allow commercial or institutional uses which by their nature:
 - 1) require remote, rural settings (e.g., cemeteries including crematoria, rural conference centers and rehabilitation centers); or
 - 2) which support the recreational or productive use, study or appreciation of the natural environment (e.g., hiking trails, golf courses, camp sites, retreat centers, research institutes, and sustainable agricultural uses).
- For commercial and institutional uses, require:
 - 1) Minimum lot size of 250 acres.
 - 2) Maximum building coverage of 2%.
 - 3) Preservation of 90% of site as permanent open space. Open Space = area not developed with buildings, parking, roadways or other impervious surface; limited to either (non-irrigated) native vegetation or crop production. Areas of cemeteries, golf courses and other open space uses are limited to 10% of total site area for irrigated or non-native vegetation.

Agenda Item 4.2 – Growth Phasing Alternatives

The Task Force will have an additional opportunity to provide input on the phasing (Horizons) policies included within current Envision Draft General Plan (Draft Plan). These policies, developed through extensive discussion by the Task Force in the first part of 2010, establish a process for modification of the Land Use / Transportation Diagram over time to add Urban Village residential growth capacity as certain Draft Plan goals are met. This system is described as "Planning Horizons" in the Draft Plan.

Prior to finalization of the Draft Plan, the Task Force has an opportunity to provide further or modified recommendations on this topic.

The Planning Horizons apply only to new housing growth capacity being added to the City through the potential redevelopment of mostly underutilized commercial lands into Urban Villages. As has been discussed with the Task Force at previous meetings, the Draft Envision San Jose 2040 General Plan also incorporates existing residential growth capacity from the *San Jose 2020 General Plan* that could potentially support the development of approximately 40,000 new residential units. This “Base” capacity consists of units planned: in the Downtown Strategy (10,360); in existing Specific Plan areas (8,480); on Vacant/Underutilized Lands (3,157); in Phase 1 of the North San Jose Area Development Policy (8,640); or in existing Planning Permit Entitlements distributed throughout other parts of the City (9,563). Additionally, an unknown number of small infill development projects (i.e., typically 3 units or less) may occur within *Residential Neighborhood* areas as part of the Base Plan capacity. The North San Jose Area Development Policy provides capacity for 24,000 units subject to a Phasing Plan included within that Policy.

Based upon input received at the February 28, 2011 Task Force meeting, staff has prepared a proposed “Three Horizon Alternative” phasing plan for implementation of the General Plan growth capacity. This alternative meets the following objectives:

- 1) **Three Planning Horizons.** To provide greater clarity and simplicity, and to increase the likelihood that all Planning Horizons will be utilized, the proposed number of Planning Horizons has been reduced from five to three.
- 2) **Reduced Scale for Horizon 1.** The Urban Villages included within Horizon 1 and a “pool” of additional unassigned units together add approximately 10,000 additional units to the Plan Base capacity, resulting in a total Plan capacity in Horizon 1 (including the “Base” 40,000 units) for approximately 50,000 new housing units (as compared to 85,000 units in Horizon 1 of the current Draft Plan).
- 3) **The selection of Urban Villages for each Planning Horizon.** The selection of Urban Villages for each Planning Horizon has been modified to be consistent with the goals of reducing the scale of Horizon 1, providing a stronger system for prioritization of the planned residential Growth Areas, and roughly balancing the amount of planned growth for each Horizon. The Urban Villages included within Horizon 1 are limited to the East Santa Clara corridor, the Alum Rock corridor, the West San Carlos Street corridor and The Alameda East Urban Villages. These areas are closely connected to the Downtown and in several cases already have planning efforts underway. Horizon 2 includes the BART Station, Light Rail Station and the Light Rail Corridor Urban Villages. Horizon 3 includes the Planned Light Rail Stations and Corridors, the Commercial Centers and the Neighborhood Urban Villages.
- 4) **Greater flexibility.** Horizon 1 and Horizon 2 each include a “pool” of 5,000 dwelling units which may be used to grant entitlements to projects within Urban Village Areas not otherwise included within the current Planning Horizon. As part of the Major Review of the General Plan conducted every four calendar years, the City Council may replenish this unit pool to accommodate additional development. Preparation of a Village Plan is necessary

prior to approval of projects using this pool, but these projects do not need to meet the Signature Project criteria.

- 5) **Cohesive development of Urban Villages with Signature Projects.** After the Task Force discussion of the General Plan Horizons, the Task Force developed an exception for “Signature Projects” to move forward within Urban Village areas in advance of the preparation of an Urban Village Plan. To allow for continued development of an Urban Village in which a Signature Project has been constructed (not just entitled) and can be a catalyst for additional activity, any such Urban Village will be moved forward to be part of the current Horizon.

Agenda Item 4.3 – Implementation Policies – Five Wounds Neighborhood Example

Staff and Task Force members have expressed an interest in working with representatives of the Five Wounds / Brookwood Terrace community to develop Urban Village Plans for the four Urban Villages addressed within a neighborhood Concept Plan prepared by community members. While this Concept Plan was prepared without specific consideration of the Envision process or other City policies, it represents a significant investment of effort by San Jose State University’s Communitiversity members and neighborhood leaders in the development of a community based land use plan. Using the Concept Plan as an example, Task Force members will be asked to consider how best to address proposed employment land conversions to housing or mixed use within the Village Planning process.

Staff has revised the Draft Envision Plan to align with some key elements of the Five Wounds Concept Plan. The Draft Envision Land Use / Transportation Diagram (see packet materials) has been modified to match the boundaries of four of the Envision Urban Village areas to the boundaries identified within the Concept Plan. The Draft Diagram land use designation for a former railroad right-of-way, currently in ownership by the Valley Transportation Authority (VTA), has been changed to *Open Space, Parklands and Habitat* to align with proposed long term redevelopment of these properties for trail use. The land use designation for a portion of the Five Wounds Village (VT3) area, along the western edge of 27th Street, has also been changed from *Light Industrial* to *Village* on the Draft Diagram.

As previously discussed with the Task Force, the preservation of Light Industrial lands plays a vital role in support of the Envision goals for an improved Jobs-Housing balance and the development of San Jose as a regional employment center. The economic analysis prepared for the Envision process and other data indicate that the City has an existing shortage of Light Industrial lands that will be amplified as the City attempts to increase its job base. Accordingly, the Draft Plan includes policies to protect the City’s remaining Light Industrial lands over the General Plan timeframe.

The community Concept Plan, however, identifies the Light Industrial designated lands within the Urban Village area as potential opportunity sites for neighborhood improvement through conversion of less attractive and/or underutilized industrial lands to residential mixed-use development. As a compromise, for consideration by the Task Force, staff has drafted proposed policy to allow the Urban Village Plans to include a process for potential the conversion of these Light Industrial lands to residential mixed-use development as the planned BART station near the Five Wounds community nears completion. The Envision General Plan Draft #5 includes the following text describing potential components of an Urban Village Plan as described in an addition to Implementation Policy IP-5.1:

Implementation: Consider the establishment of phasing triggers or other implementation tools for specific land use changes within the context of the Urban Village Plan to support achievement of the Urban Village Plan goals consistent with other General Plan goals and policies. Such land use changes, within Urban Village Areas, may include the conversion of lands designated for Light Industrial, Heavy Industrial or other employment uses to non-employment use provided that the Urban Village Plan in the whole will provide sufficient capacity for a number of jobs equal to planned new job growth capacity plus maintenance of existing job capacity.

Agenda Item 4.4 – Envision Draft #5 – Other Policies

Task Force members will have an opportunity to discuss other edits to the Draft Plan included within Draft #5. These edits include the following notable changes:

- 1) Entire Draft – The previous Draft Chapter 5 (Land Use and Transportation) was divided into two chapters to improve readability. The new Chapter 5 addresses the definition of elements included within the Land Use / Transportation Diagram while Chapter 6 includes Land Use and Transportation development policies. Some of policies in these two chapters and in Chapter 4 were also reordered to improve overall organization of the document.
- 2) Entire Draft – Edits made in response to comments provided by Task Force Member Dave Fadness are dispersed throughout all chapters of the Draft Plan. In many cases these comments provide grammatical or stylistic improvements to the Draft document or add more clarity or emphasis consistent with previous Task Force discussion. Several edits suggested by Dave Fadness give greater emphasis to the Plan's employment growth and fiscal goals. In some cases, where suggested comments would have modified the intent or application of a policy beyond that previously discussed by the Task Force, they have not been incorporated into the current Draft.
- 3) Chapter 1 – Edits made in this chapter mostly addressed readability. To reflect Task Force discussion Greater emphasis was added to the discussion of the benefits of State Routes 85 and 87.
- 4) Chapter 2 – Policies IE-1.6 and IE-4.5 have been expanded to more specifically support intensification of land uses and expansion of infrastructure in proximity to the Mineta San Jose International Airport, fixed rail (e.g., High-Speed Rail, BART and Caltrain), Light-Rail, and Bus Rapid Transit facilities and the roadway network.
- 5) Chapter 3 – Several policies were updated to reflect current terminology or provide greater specificity, including: Policy MS-2.8 (energy conservation for data centers), Policy MS-3.1 (water-efficient landscaping), Policy MS-20.3 (groundwater infiltration and percolation), Policy MS-21.5 and Policy MS-21.13 (preservation of native trees), Policy ER-2.4 (protection of valuable vegetation), Policy EC-1.1 and Policy EC-1.14 (interior noise attenuation), Policy EC-5.12 (floodplain protection), Policy EC-5.16 (urban runoff), and Policy EC-6.12 (development near high-pressure gas pipelines).
- 6) Chapter 3 – Edits were incorporated as requested by the De Anza Wildlife Corridor Technician Team and the Greenbelt Alliance in Chapter 3, Goal ER-8 (wildlife movement), Policy EC-5.10 (creek restoration) and Policy IN-3.8 (floodplain improvements).
- 7) Chapter 4 – No substantive edits were made.

- 8) Chapter 5 – In response to a Task Force request, a new land use designation of “Commercial Downtown” was added to the Land Use / Transportation Diagram to be applied in Downtown areas which should not support residential use.
- 9) Chapter 5 – Edits were made to provide more definition for the intended form in areas designated as “Urban Village”, “Mixed Use Neighborhood.” And “Main Street”.
- 10) Chapter 5 – A placeholder was added for planned job growth in Alviso (Water Pollution Control Plant Buffer Lands) in the definition of “Public/Quasi-Public” as the Plant area remains designated *Public/Quasi-Public* while the Plan Master Plan process is underway.
- 11) Chapter 5 – New definitions were added for the “Open Hillside” and “Agriculture” designations per Task Force discussion on this topic at the February 28, 2011 Task Force meeting.
- 12) Chapter 5 – The standard density for the “Rural Residential” designation was increased from 1 DU/AC to 2 DU/AC. This change was made after careful review of the typical existing lot sizes and development patterns in areas of the City which have the Rural Residential designation. This designation combines multiple *San Jose 2020 General Plan* land use designations, which support densities of 1 DU/AC, 2 DU/AC, 3 DU/AC and 5 DU/AC.
- 13) Chapter 6 – An action LU-11.8 was added to rezone nonconforming Residential Neighborhoods to a zoning designation more consistent with the intent of preserving neighborhood form and character.
- 14) Chapter 6 – A definition and policies were added in the Urban Growth Boundary (Goal LU-17) and Rural Agriculture (Goal LU-18) sections to reflect Task Force discussion of this topic at the February 28, 2011 Task Force meeting. Comments provided by the Greenbelt Alliance were also incorporated in these sections.
- 15) Chapter 6 – Additions were made to Action TR-2.14 (Citywide survey of barriers to walkability) Action TR-11.4 (regional parking policy) and Action TR-12.9 (implement technology to give priority to bicycles).
- 16) Chapter 6 – Action TR-5.8 was added to update the City’s Area Development Policies to align with Envision General Plan.
- 17) Chapter 7 – Goal IP-2 policies were modified related to reflect the Planning Horizons phasing plan per current staff recommendation.
- 18) Chapter 7 – Text was added in IP-2.4 (tracking of greenhouse gas emissions and healthful community goals), new Action IP-3.9 and new Policy IP-4.8 (Greenhouse Gas Emission Reduction Strategy) and new Policy IP-13.2 to expand measurable sustainability.
- 19) Chapter 7 – The Urban Village Planning policies (Goal IP-5) were updated to address various issues.

Water Pollution Control Plant Master Plan Process

The packet Resource Materials and Correspondence include items related to the Water Pollution Control Plant Master Plan process currently underway. Task Force members may decide to further discuss the Water Pollution Control Plant buffer lands and planned development within Alviso within the context of the General Plan Update. As noted previously, the Envision Draft Plan includes capacity for 25,520 new jobs within the Alviso Master Plan area.

The San José/Santa Clara Water Pollution Control Plant Master Plan is being prepared to guide the Plant's development over the next 30 years. The Plant's entire property totals 2,600 acres including a 175-acre operations area, 800-acre sludge lagoons and drying beds, 856-acre former salt production pond, (Pond A18), and 769-acre riparian habitat and grasslands, adjacent to the Don Edwards National Wildlife Refuge. The Master Plan includes upgrading the Plant facilities and equipment, planning for the current and future peak flows likely to result from the expected population and job growth within the Plant's service area that currently includes almost 1.4 million residents and 600,000 workers in eight cities, and changes to Plant land uses. The land use changes may include creating habitats and natural corridors to support wildlife, community parks and amenities, and commercial, retail and light industrial development.

While there are other employment lands within Alviso, it is likely that redevelopment of the Plant buffer lands would be necessary in order to accommodate this much job growth and by including this capacity, the Draft Plan aligns with the current Draft Plant Plan Land Use Alternative that has been developed through the Plant planning process. The Plant planning process will include preparation of an Environmental Impact Report that will further address the specifics of that Alternative as it moves through its own planning process while the Envision EIR will include analysis of job growth in Alviso in a more general manner. The Envision Draft Plan currently includes Action LU-1.10 which states: "Incorporate appropriate land use results of the Water Pollution Control Plant Master Plan into this General Plan to more clearly identify the distribution of jobs in that area."

The Draft Master Plan is scheduled to be completed in 2011 and the Final Master Plan is anticipated to be completed shortly after preparation and certification of the CEQA/NEPA environmental review in early 2013. Development of employment lands on some of the Plant's lands was assumed in the transportation modeling done for the Envision EIR.

Agenda Item 5 – Public Comment

Members of the community will be provided with an opportunity to address the Task Force and provide input on the Agenda discussion items.

Agenda Item 6 – Task Force Recommendations

Task Force members will be asked to vote on specific recommendations for the Draft Plan related to the topics on the meeting agenda.

Reading / Resource Materials

Reading and Resource Materials for this Task Force meeting include:

- The complete text for Draft #5 of the Envision General Plan with changes from Draft #4 indicated in underline and strikethrough.
- A table identifying the planned growth for each housing Growth Area by Horizon for the proposed "Three Horizon Alternative."
- Background information on the community-prepared Five Wounds / Brookwood Terrace Plan Concept.
- Background information on the ongoing Water Pollution Control Plant Master Plan process.

Task Force / Public Correspondence

The packet includes two items of correspondence provided by Task Force Member Michele Beasley, several items provided by Task Force Member Dave Fadness and one item of public correspondence from the De Anza Wildlife Corridor Technician Team. The last was previously distributed at the February 28, 2011 Task Force meeting and is included here for reference.

Comments provided by Michele Beasley on behalf of the Greenbelt Alliance and by Dave Fadness have been incorporated into Plan Draft #5, but as noted above, in cases, where suggested comments would have modified the intent or application of a policy beyond that previously discussed by the Task Force, they have not been incorporated into the current Draft.

Announcements

Staff and Task Force members will have an opportunity to provide announcements.

Next Meetings

Please note that the next Envision Task Force Meeting is tentatively scheduled for **Monday, May 23, 2011** at the usual time (6:30 to 9:00 pm) and location (City Hall Wing Committee Meeting Rooms). The Task Force does not have a scheduled meeting in April. Based upon the outcome of the March Task Force meeting and subsequent progress of the Envision process, a meeting will be conducted in May if warranted.

If you have any questions, please contact either myself or Susan Walton. I can be reached by phone at (408) 535-7893 or by email at: andrew.crabtree@sanjoseca.gov. Susan can be reached by phone at (408) 535-7847 or by email at: susan.walton@sanjoseca.gov.

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